Senate



General Assembly

File No. 577

January Session, 2007

Substitute Senate Bill No. 1289

Senate, April 25, 2007

The Committee on Finance, Revenue and Bonding reported through SEN. DAILY of the 33rd Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT CONCERNING THE EXPANSION OF THE BEVERAGE CONTAINER REDEMPTION PROVISIONS.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 22a-243 of the general statutes is repealed and the
- 2 following is substituted in lieu thereof (*Effective October 1, 2008*):
- For purposes of sections 22a-243 to 22a-245, inclusive, as amended
- 4 <u>by this act, unless the context clearly indicates otherwise</u>:
- 5 (1) ["Beverage"] "Carbonated beverage" means beer or other malt
- 6 beverages, [and mineral waters,] soda water and similar carbonated
- 7 soft drinks in liquid form and intended for human consumption;
- 8 (2) "Noncarbonated beverage" means water and other
- 9 noncarbonated, nonalcoholic, nondairy drinks in liquid form intended
- 10 for human consumption, excluding liquid that is (A) a syrup, (B) in
- 11 concentrated form, (C) a minor flavoring ingredient for food or drink,
- 12 such as extracts, cooking additives, sauces or condiments but
- 13 excluding juice, or (D) a seafood, meat or vegetable broth or soup;

[(2)] (3) "Beverage container" means the individual, separate, sealed

- 15 glass, [metal] aluminum or polyethylene terephthalate plastic bottle,
- can, jar or carton (A) two liters or less in size if containing a carbonated
- 17 beverage, and (B) twenty ounces or less in size if containing a
- 18 noncarbonated beverage;
- 19 [(3)] (4) "Consumer" means every person who purchases a beverage
- 20 in a beverage container for use or consumption;
- 21 [(4)] (5) "Dealer" means every person who engages in the sale of
- 22 beverages in beverage containers to a consumer;
- [(5)] (6) "Distributor" means every person who engages in the sale of
- 24 beverages in beverage containers to a dealer in this state including any
- 25 manufacturer who engages in such sale and includes a dealer who
- 26 engages in the sale of beverages in beverage containers on which no
- 27 deposit has been collected prior to retail sale or where the deposit has
- 28 not been initiated by the manufacturer;
- 29 [(6)] (7) "Manufacturer" means every person bottling, canning or
- 30 otherwise filling beverage containers for sale to distributors or dealers
- 31 or, in the case of private label brands, the owner of the private label
- 32 trademark;
- [(7)] (8) "Place of business of a dealer" means the <u>fixed</u> location at
- 34 which a dealer sells or offers for sale beverages in beverage containers
- 35 to consumers;
- [(8)] (9) "Redemption center" means any facility established to
- 37 redeem empty beverage containers from consumers or to collect and
- 38 sort empty beverage containers from dealers and to prepare such
- 39 containers for redemption by the appropriate distributors;
- 40 [(9)] (10) "Use or consumption" includes the exercise of any right or
- 41 power over a beverage incident to the ownership thereof, other than
- 42 the sale or the keeping or retention of a beverage for the purposes of
- 43 sale;

[(10)] (11) "Nonrefillable beverage container" means a beverage container which is not designed to be refilled and reused in its original shape;

- 47 (12) "Reverse vending machine" means an automated device that
 48 accepts beverage containers from redeemers and issues scrip for any
 49 beverage container refund value by using a laser scanner,
 50 microprocessor or other technology to recognize the Universal Product
 51 Code (UPC) or other accepted industry barcode on beverage
 52 containers to determine if the container is redeemable and that
 53 accumulates information regarding containers redeemed;
- 54 (13) "Off-site redemption center" means a redemption center that is 55 located within a one-mile radius of a dealer, and that accepts beverage 56 containers of the kind, size and brand sold by such dealer at the 57 dealer's place of business; and
- 58 (14) "Deposit initiator" means the first distributor or manufacturer to 59 pay the deposit of a beverage container sold to any person within 60 Connecticut.
- Sec. 2. Section 22a-245 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2007*):
 - (a) No person shall establish a redemption center without registering with the commissioner on a form provided by the commissioner with such information as the commissioner deems necessary including (1) the name of the business principals of the redemption center and the address of the business; (2) the name and address of the sponsors and dealers to be served by the redemption center; (3) the types of beverage containers to be accepted; (4) the hours of operation; and (5) whether beverage containers will be accepted from consumers. The operator of the redemption center shall report any change in procedure to the commissioner within forty-eight hours of such change. Any person establishing a redemption center shall have the right to determine what kind, size and brand of beverage container shall be accepted. Any redemption center may be established

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to serve all persons or to serve certain specified dealers.

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(b) A dealer shall not refuse to accept at such dealer's place of business, from any person any empty beverage containers of the kind, size and brand sold by the dealer, or refuse to pay to such person the refund value of a beverage container as established by subsection (a) of section 22a-244 unless such container contains materials which are foreign to the normal contents of the container or unless such container is not labeled in accordance with subsection (b) of section 22a-244 or unless such dealer sponsors, solely or with others, a redemption center which is located within a one-mile radius of such place of business and which accepts beverage containers of the kind, size and brand sold by such dealer at such place of business or unless there is established by others, a redemption center which is located within a one-mile radius of such place of business and which accepts beverage containers of the kind, size and brand sold by such dealer at such place of business. A dealer who sponsors an off-site redemption center shall post in a conspicuous location within ten feet of the entrances and exits of such dealer's business a notice stating the name, location, hours of operation and telephone number of the off-site redemption center. A dealer shall redeem an empty container of a kind, size or brand the sale of which has been discontinued by such dealer for not less than sixty days after the last sale by the dealer of such kind, size or brand of beverage container. Sixty days before such date, the dealer shall post, at the point of sale, notice of the last date on which the discontinued kind, size or brand of beverage container shall be redeemed.

(c) Dealers operating a place of business of not less than seventy-five thousand square feet in size shall certify to the Department of Environmental Protection that their beverage container redemption capacity equals or exceeds seventy per cent of their sales capacity of redeemable beverage containers. Dealers with a redemption facility established or significantly expanded on or after July 1, 2007, shall locate such redemption facility not more than two hundred feet from the business' main entrance. Dealers with a redemption facility established prior to July 1, 2007, where such redemption facility is

located more than two hundred feet from the business' main entrance shall post notices stating the location of such redemption facility not more than ten feet from the business' entrances and exits.

[(c)] (d) A distributor shall not refuse to accept from a dealer or from an operator of a redemption center, located and operated exclusively within the territory of the distributor or whose operator certifies to the distributor that redeemed containers were from a dealer located within such territory, any empty beverage containers of the kind, size and brand sold by the distributor, or refuse to pay to such dealer or redemption center operator the refund value of a beverage container as established by subsection (a) of section 22a-244 unless such container contains materials which are foreign to the normal contents of the container or unless such container is not labeled in accordance with subsection (b) of section 22a-244. A distributor shall remove any empty beverage container from the premises of a dealer serviced by the distributor or from the premises of a redemption center sponsored by dealers serviced by the distributor, provided such premises are located within the territory of the distributor, not later than seven business days after notification by the dealer that empty beverage containers are available for removal. The dealer shall sort such beverage containers by kind, size and brand prior to removal, unless the beverage container was redeemed through a reverse vending machine. Any distributor who requires empty beverage containers that are not redeemed through a reverse vending machine to be packaged for removal in bags, cartons or other containers shall provide each dealer or redemption center a sufficient number of bags, cartons or other containers at no cost to the dealer or redemption center. The bags, cartons or other containers shall be provided by the distributor on a schedule that allows the dealer or redemption center sufficient time to sort the empty beverage containers prior to removal by the distributor. The distributor shall provide the necessary staff or equipment for the removal of the empty beverage containers. A distributor shall not require empty beverage containers to be counted at a location other than the redemption center or dealer's place of business. The dealer or operator of the redemption center shall have the right to be present at

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the count. The distributor or manufacturer shall pay the refund value to dealers in accordance with the schedule for payment by the dealer to the distributor for full beverage containers and shall pay such refund value to operators of redemption centers not more than twenty days after receipt of the empty container unless such refund value has already been paid by the manufacturer. For the purposes of this subsection, a redemption center shall be considered to be sponsored by a dealer if (1) the dealer refuses to redeem beverage containers and refers consumers to the redemption center, or (2) there is an agreement between the dealer and the operator of the redemption center requiring the redemption center to remove empty beverage containers from the premises of the dealer. A distributor shall redeem an empty container of a kind, size or brand of beverage container the sale of which has been discontinued by the distributor for not less than one hundred fifty days after the last delivery of such kind, size or brand of beverage container. Not less than one hundred twenty days before the last date such containers may be redeemed, the distributor shall notify such dealer who bought the discontinued kind, size or brand of beverage container that such distributor shall not redeem an empty beverage container of such kind, size or brand of beverage containers.

(e) Each redemption center or a dealer receiving a refund value pursuant to subsection (d) of this section shall provide sufficient information to the distributor in order to enable the distributor to fulfill the requirements of this section. Such information shall include, but not be limited to: The redemption center or dealer name and address, the number of beverage containers redeemed, the total amount of deposits paid by the dealer and the amount of the handling fee collected per beverage container. A dealer or redemption center who has multiple locations shall provide such information for each individual location. Each dealer or redemption center shall grant a distributor reasonable access to such dealers' or redemption centers' business premises to allow inspection of distributors beverage containers. A redemption center or dealer who uses reverse vending machines to redeem beverage containers shall use only a reverse vending accounting system that has been evaluated for accuracy by an

180 <u>independent certified public accountant not later than the preceding</u>

- twenty-four months. Redemption centers shall take reasonable
- 182 measures to ensure that they redeem only beverage containers that
- 183 <u>were purchased in Connecticut.</u>

- [(d)] (f) In addition to the refund value of a beverage container as provided in subsection (a) of section 22a-244, on and after October 1, 2007, a distributor shall pay to any dealer or operator of a redemption center a handling fee of at least [one and one-half] three cents for each beverage container [of beer or other malt beverage and two cents for each container of mineral waters, soda water and similar carbonated
- 190 soft drinks] returned for redemption. A distributor shall not be
- 191 required to pay to a manufacturer the refund value of a nonrefillable
- 192 beverage container.
- [(e)] (g) The Commissioner of Environmental Protection shall adopt
- 194 regulations, in accordance with the provisions of chapter 54, to
- implement the provisions of sections 22a-243 to 22a-245, inclusive, as
- amended by this act. Such regulations shall include, but not be limited
- 197 to, provisions for the redemption of beverage containers dispensed
- 198 through automatic vending machines, the use of vending machines
- 199 which dispense cash to consumers for redemption of beverage
- 200 containers, scheduling for redemption by dealers and distributors and
- 201 for exemptions or modifications to the labeling requirement of section
- 202 22a-244.
- Sec. 3. (NEW) (Effective January 1, 2008, and applicable to sales
- 204 occurring on or after January 1, 2008) Each deposit initiator shall submit
- 205 a report for the immediately preceding calendar quarter, and one
- 206 month after the close of each calendar quarter thereafter, to the
- 207 Commissioner of Revenue Services, on a form prescribed by the
- 208 commissioner and with such information the commissioner deems
- 209 necessary, including, but not limited to: (1) A list of all refund values
- 210 paid to the deposit initiator; (2) the number of beverage containers
- sold; and (3) a list of all refund values paid by the deposit initiator.
- Sec. 4. (NEW) (Effective January 1, 2008, and applicable to income years

commencing on or after January 1, 2008) (a) If in any calendar year the total annual refund value paid by a deposit initiator, in accordance with subsection (d) of section 22a-245 of the general statutes, as amended by this act, exceeds the total annual refund value collected by such deposit initiator, the difference between the total paid and the total collected shall be allowed as a credit against the corporation business tax liability that is incurred by the deposit initiator under chapter 208 of the general statutes. For the purposes of this section, the total annual refund value shall be determined in accordance with subsection (a) of section 22a-244 of the general statutes and section 22a-245 of the general statutes, as amended by this act, and "deposit initiator" shall have the same meaning as in section 22a-243 of the general statutes, as amended by this act.

(b) The Commissioner of Revenue Services may adopt regulations, in accordance with the provisions of chapter 54 of the general statutes, which prescribe the procedures for the deposit initiator to claim a credit under this section.

This act sha	all take effect as follows and	shall amend the following
sections:		_
Section 1	October 1, 2008	22a-243
Sec. 2	July 1, 2007	22a-245
Sec. 3	January 1, 2008, and	New section
	applicable to sales	
	occurring on or after	
	January 1, 2008	
Sec. 4	January 1, 2008, and	New section
	applicable to income years	
	commencing on or after	
	January 1, 2008	

ENV Joint Favorable Subst. C/R FIN

FIN Joint Favorable Subst.

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either chamber thereof for any purpose:

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 08 \$	FY 09 \$
Department of Environmental	GF - None	See Below	See Below
Protection			
Department of Revenue Services	GF - Cost	330,000	70,000
Resources of the General Fund	GF - Revenue	Potential	Potential
	Loss		

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 08 \$	FY 09 \$
All Municipalities	See Below	See Below	See Below

Explanation

The bill is expected to result in a cost to the Department of Revenue Services of \$330,000 in FY 08 and \$70,000 in FY 09 plus associated fringe benefits¹ to administer reporting and tax provisions contained in the bill. The cost in the first year includes one-time step and programming costs as well as ongoing costs for a Systems Developer.

Potentially increasing the numbers of entities registering with the Department of Environmental Protection (DEP), as well as requiring certain business to certify information to the DEP, is anticipated to minimally increase the workload of the agency within normal

¹ The fringe benefit costs for state employees are budgeted centrally in the Miscellaneous Accounts administered by the Comptroller. The estimated first year fringe benefit rate for a new employee as a percentage of average salary is 25.8%, effective July 1, 2006. The first year fringe benefit costs for new positions do not include pension costs. The state's pension contribution is based upon the prior year's certification by the actuary for the State Employees Retirement System (SERS). The SERS 2006-07 fringe benefit rate is 34.4%, which when combined with the non pension fringe benefit rate totals 60.2%.

budgetary resources.

The bill establishes a credit against corporation business tax where a deposit initiator refunds more than it collected 5-cent deposits. This will result in a revenue loss to the General Fund in years where credits are claimed by deposit initiators against their corporation tax liability.

The bill would increase the beverages whose containers must have a refund value, impacting municipalities and the state due to less materials being recycled through curbside recycling programs. The exact impact would depend on the market values for the materials (glass, and particularly the values for aluminum and plastic) at the time, as well as the current structure and content of the various municipal recycling contracts. The expansion of the redemption law could reduce collection costs due to less materials curbside to pick up; conversely costs could increase due to minimum commitment levels not being met. At this time, it is estimated that the reduction of these recyclables at the Connecticut Resources Recovery Authority's Stratford and Mid CT regional recycling centers would result in reduced recycling revenue, increasing fees to member municipalities. Due to the variables stated above it is unclear what the overall impact to municipalities and the state will be at this time.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to inflation.

OLR Bill Analysis sSB 1289

AN ACT CONCERNING THE EXPANSION OF THE BEVERAGE CONTAINER REDEMPTION PROVISIONS.

SUMMARY:

This bill expands the beverage container redemption law to include containers for water and other non-carbonated, non-alcoholic, non-dairy drinks intended for human consumption (e.g., flavored water, juice, ice teas, and sport drinks). It excludes syrups, concentrates, and similar liquids and limits redeemable containers' sizes. Under current law, redeemable bottles include only those for beer, other malt beverages, mineral waters, soda water, and similar carbonated soft drinks intended for human consumption.

The bill makes various other changes to the redemption law, including:

- 1. raising the handling fee to 3 cents for all redeemed containers beginning October 1, 2007;
- 2. providing a tax credit to deposit initiators if over redemption occurs, and requiring them to report certain information;
- 3. establishing a timeline and other requirements concerning distributors' taking back redeemed containers; and
- 4. establishing size and notice requirements for certain dealers' redemption areas and a requirement for reverse vending machines.

Under the bill, the revenue services commissioner may adopt regulations prescribing the procedures for a deposit initiator to claim

the tax credit.

The bill also makes a minor change and technical and conforming changes.

EFFECTIVE DATE: July 1, 2007 for new redemption area notice and size, container removal, dealer information reporting, and other requirements; January 1, 2008, and applicable to sales occurring on or after that date for the deposit initiator reporting requirement and tax credit; and October 1, 2008, for expansion of the beverage container law to water and other noncarbonated beverage containers.

BEVERAGE CONTAINERS

The bill specifies that it does not apply to containers for (1) syrup; (2) concentrates; (3) minor flavoring ingredients, such as extracts, cooking additives, sauces, or condiments; or (4) a seafood, meat, or vegetable broth or soup.

The bill also limits redeemable containers to certain sizes based on what they contain, specifying that redeemable beverage containers are (1) two liters or less in size if they contain a carbonated beverage and (2) 20 ounces or less in size if they contain a noncarbonated beverage. Thus, for example, it excludes larger water containers and juice bottles. It also specifies that redeemable cans are aluminum, rather than any metal, and plastic bottles are only those made of polyethylene terephthalate.

HANDLING FEE AND THE DEPOSIT SYSTEM

Under current law, distributors pay dealers or redemption centers a handling fee of 1.5 cents on each beer container and 2 cents on each carbonated soft drink container consumers return. The bill raises this amount to 3 cents for all redeemed containers, effective October 1, 2007.

Under current law, Connecticut's deposit system works as follows:

1. a dealer (retailer) pays beverage container distributors 5 cents

for each beer or carbonated soft drink container that the distributors deliver;

- 2. the consumer pays the dealer 5 cents for each beer or carbonated soft drink container that he purchases from the dealer;
- 3. the dealer or redemption center pays the consumer 5 cents for each container that he or she returns;
- 4. the distributor reimburses the dealer or redemption center 5 cents for each beer and carbonated soft drink container, plus a handling fee of 1.5 cents on each beer container and 2 cents on each carbonated soft drink container returned;
- 5. the distributor keeps the 5 cents for each unclaimed deposit.

By law, anyone who violates the law's deposit and redemption requirements is subject to a fine of between (1) \$50 and \$100 for a first offense, (2) \$100 and \$200 for a second offense, and (3) \$250 and \$500 for a third offense.

DEPOSIT INITIATOR TAX CREDIT AND REPORTING

The bill provides that, if in any calendar year, the total annual refund value a deposit initiator pays exceeds the total annual refund value the deposit initiator collected, the deposit initiator may claim the difference between the total paid and the total collected as a credit against the corporate business tax. Under the bill, the total annual refund value is determined by the law's nickel deposit and redeemed container requirements (i.e., by following the nickel, and presumably verified by the bill's required reporting). The bill defines a deposit initiator as the first distributor or manufacturer to pay the deposit on a beverage container sold to any person within Connecticut. That is, the distributor or manufacturer who pays back the nickel to a dealer or redemption center who reimbursed a consumer for returning a redeemable container.

The bill requires deposit initiators to submit a report for the immediately preceding calendar quarter, beginning January 1, 2008, and one month after the close of each calendar quarter thereafter, to the revenue services commissioner. The report must be on a form the commissioner prescribes and with any information she deems necessary. The information must include (1) a list of all refunds dealers or redemption centers paid the deposit initiator; (2) the number of beverage containers sold; and (3) a list of all refunds the deposit initiator paid.

REDEEMED BEVERAGE CONTAINERS

Empty Containers Removal

The law requires a distributor to remove any empty beverage container (1) from a dealer's premises that the distributor serves or (2) from the premises of a redemption center sponsored by a dealer the distributor serves, provided the center is located within the distributor's territory. The bill creates a time table for removal. It provides that distributors must remove empty containers no later than seven business days after a dealer notifies the distributor that empty beverage containers are available for removal.

Under the bill, the distributor must provide the necessary staff or equipment to remove the empty beverage containers.

The law defines a "distributor" as anyone who sells beverage containers to a state dealer, including (1) any manufacturer who also sells and (2) a dealer who sells beverages containers on which no deposit has been collected before retail sale. The bill specifies that the latter provision applies when the manufacturer has not initiated the deposit, making the next entity to sell the product a distributor.

Sorting and Storage

The bill specifies that the dealer must sort the beverage containers by kind, size, and brand before removal, unless they were redeemed through a reverse vending machine. Under the bill, any distributor who requires empty beverage containers that are not redeemed

through a reverse vending machine to be packaged for removal in bags, cartons, or other containers must provide each dealer or redemption center a sufficient number of bags, cartons, or other containers at no cost.

The distributor must provide the bags, cartons, or other containers on a schedule that allows the dealer or redemption center sufficient time to sort the empty beverage containers before the distributor removes them. A distributor cannot require empty beverage containers to be counted at a location other than the redemption center or dealer's place of business. The dealer or operator of a redemption center has the right to be present at the count.

Payment Schedule

By law, the distributor must pay the refund value to (1) dealers in accordance with the dealer's payment schedule to the distributor for full beverage containers and (2) redemption center operators no more than 20 days after receiving the empty containers. The bill adds manufacturers to the payment requirements and specifies that the distributor does not pay the redemption center when the manufacturer has already paid.

Dealer Redemption Area Size and Location

The bill expands redemption area requirements for dealers. By law, a dealer is anyone who sells beverages in beverage containers to a consumer. The law requires dealers to take back any beverage containers that (1) they sell and (2) are subject to the redemption law, except for those containing foreign material or that are not properly labeled. But, if there is a redemption center that accepts the beverage containers a dealer sells and it is within a one-mile radius of the dealer's business, the dealer does not have to accept the beverage containers.

The bill requires a dealer operating a business that has at least 75,000 square feet in size to certify to the Department of Environmental and Protection (DEP) that their beverage container redemption

capacity equals or exceeds 70% of sales capacity of redeemable beverage containers. Under the bill, dealers with a redemption facility established or significantly expanded on or after July 1, 2007, must locate it no more than 200 feet from the business' main entrance.

The bill specifies that a dealer with a redemption facility established before July 1, 2007 and located more than 200 feet from the business' main entrance must post notices (1) stating where the redemption facility is located and (2) within 10 feet of the business' entrances and exits.

The bill also requires a dealer who sponsors an off-site redemption center to post notices conspicuously within 10 feet of its entrances and exits. The notice must state the name, location, hours of operation, and telephone number of the off-site redemption center. The bill specifies that an "off-site redemption center" is a redemption center that is located within a one-mile radius of a dealer, which accepts beverage containers of the kind, size, and brand the dealer sells.

Dealer's Information and Reverse Vending Machines

Under the bill, each redemption center or a dealer receiving a refund for redeemed containers must provide sufficient information to the distributor to allow the distributor to meet its requirements. This includes the name and address of the redemption center or dealer, the number of beverage containers redeemed, the total amount of deposits the dealer paid, and the amount of the handling fee collected per beverage container. A dealer or redemption center with multiple locations must provide this information for each individual location.

The bill specifies that each dealer or redemption center must grant a distributor reasonable access to his or her redemption centers business premises to allow inspection of the distributor's beverage containers.

A redemption center or dealer who uses reverse vending machines to redeem beverage containers must use only a reverse vending accounting system that has been evaluated for accuracy by an independent certified public accountant within the preceding 24

months. Redemption centers must take reasonable measures to ensure that they redeem only beverage containers that people purchased in Connecticut.

Under the bill, a "reverse vending machine" means an automated device that accepts beverage containers from consumers and issues scrip for the refund value. It uses a laser scanner, microprocessor, or other technology to determine if the container is redeemable and accumulate information regarding containers redeemed by recognizing the Universal Product Code or other accepted industry barcode on beverage containers (i.e., the machines into which consumers place bottles to ultimately get back the deposit amount).

COMMITTEE ACTION

Environment Committee

Joint Favorable Substitute Change of Reference Yea 22 Nay 8 (03/21/2007)

Finance, Revenue and Bonding Committee

Joint Favorable Substitute Yea 35 Nay 15 (04/10/2007)